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# A Functional Analysis of a Public Agency, the City of Chicago, Department of Human Resources

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A FUNCTIONAL ANALYSIS OF A PUBLIC AGENCY, THE  
CITY OF CHICAGO, DEPARTMENT OF HUMAN RESOURCES

by

Hugh S. Osborne

A Thesis Submitted to the Faculty of the Graduate School  
of Loyola University of Chicago in Partial Fulfillment  
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## CHAPTER I

### INTRODUCTION AND BACKGROUND

Public service agencies face the same organizational problems that other kinds of institutions in the private sector experience. Among these problems are those which result from a change in leadership and in the style of leadership. The desire of the top administrative staff to maintain the status quo, which often includes fostering a subterranean clique within the organization in order to provide continuity to their own comfort, can also create organizational problems.

In such a situation, new leadership often finds it difficult to delegate responsibility and authority even if it wishes to because of the previous pattern of withholding authority and refusal to delegate responsibility. Such problems may be especially characteristic of public agencies in which the leadership may change with elections or in which loyalty to an elected official is the prime, or at least a major, source of authority. As a result, the upper echelons of the administration of public agencies are often rife with interpersonal suspicions, contrivances and challenges to execute authority. When leadership changes, these behaviors become open and often challenge the new leader.

A public agency's ability to function and reach its goal depends heavily on its ability to solve the above problems with decisive action.

The executive facing these problems is often deceived by a mirage of compliance, an apparent adherence to changes in rules, policy and practice. Closer examination by the executive often reveals subterfuge with which he must deal so that the agency may achieve its goal. Coupled with the administrative managerial responsibilities, the leadership must be sensitive to the effect of change--change in the economy and change in the actors and their circumstances in designated service areas. The executive faced with administrative and managerial problems must prioritize his efforts, dealing with internal problems and giving first priority to the management of external change as it impinges on the agency. The agency must continue to function, for change is ever present.

The goal of this thesis is to evaluate the Department of Human Resources of the City of Chicago in terms of its formally defined functions and to examine the effects of different characteristics of the leadership of the agency as they related to the effectiveness of the agency, its administrative organization and its service delivery systems. The scope of this paper is defined by events external to the agency:

On November 15, 1976, Richard J. Daley, the Mayor of the City of Chicago, announced in his budget message for 1977 that the administration was recommending the establishment of a new Department of Human Services to take the place of the Department of Human Resources. This analysis will end at that point. The focus of the analysis will be on the effects of leadership characteristics on departmental structure and function from the origin of the Department of Human Resources in 1969 until its end in 1976.

This analysis will be accomplished by tracing the history of the department in two ways:

1. An examination of the history of the Department of Human Resources will provide a functional analysis of the changing task of the agency by reviewing organizational charts and budgets for evidence of increasing and decreasing functional personnel in the agency and the relationship of the department to other agencies.
2. An examination will be conducted into the changing role and authority of the executive of the agency in light of the sociological findings of Max Weber, Charles Bernard and Philip Selznik.

For the most part, the writer will rely on Philip Selznik to provide a framework for this examination because his "Foundations of the Theory of Organization"<sup>1</sup> is concise and relevant, making application of the theory to the analization of the department's functions and developmental growth more precise.

In addition to the theoretical perspective described above, this thesis will rely on documents, records and other memorabilia found in the files of the Department of Human Resources.

Finally, the analysis will show the relationship between the nature and function of the executive and the changing functions of the agency. The analysis will show that in a public agency the ability of the executive to generate interagency relationships is likely to produce a change in the functions of the agency. That is, as the leadership and the agency become able to interact with other agencies and leaders, the boundaries

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<sup>1</sup> Philip Selznik, "Foundation of Theory of Organization," in Amitai Etzioni (ed.), Complex Organizations - Sociological Reader, (New York: Holt, Rinehart, Winston, Inc., 1961).



of all agencies will become permeable and interagency cooperation will develop leading to function change.

The Department of Human Resources was organized with some difficulty as the City of Chicago's response to a variety of national trends. Since these trends developed slowly, and at times were unclear, the City's response was necessarily tentative.

The nation, reacting to less than a decade of unsteady economic growth after World War II and a passive President Eisenhower who did not understand the national government, was beginning to show signs of unrest. Returning veterans from World War II and the Korean War found little to cheer about despite elaborate benefits bestowed upon them by a responsive Congress. The national birthrate, popularly called the baby boom, was skyrocketing and shifts in population which began during the war years continued as returning veterans chose new cities in which to establish their homes.

By the year 1959 juvenile crime and delinquency had reached alarming proportions nationwide. Mayor Daley's Advisory Committee validated this observation in Chicago. Both the national and local governments had been lulled into a sense of complacency, and the need for the extension of public social services was not considered a priority. The laurels on which the Social Security Administration rested vanished in the deluge of human needs brought about by an ever increasing population with unheard of social problems. The Department of Health, Education and Welfare, though organized in the Eisenhower administration, was not yet geared to deal with the post war ills described above.

In 1960, while the number of children ten to seventeen years of age rose only 2% over 1959, delinquencies in this age group increased by 6%. The nation was facing a double trend. The child population was increasing and, at the same time, a larger proportion of that population was getting into trouble. The expectation from the Kennedy administration was that by 1970, the children in the ten to seventeen year age group would increase by 31% and bring between three and four million children to the attention of the courts on delinquency charges.

The urgent need for a federal program to control and prevent juvenile delinquency was publicly recognized on May 11, 1961, when President John F. Kennedy established the President's Committee on Juvenile Delinquency and Youth Crime by Executive Order #10940. The President appointed the then Attorney General as committee chairman and the Secretaries of Labor, Health, Education and Welfare (HEW) as committee members. This action recognized that a successful program required a coordinated effort, that no single individual or agency alone could execute this vast complex assignment.

The President's Committee was charged with innovation and experimentation in developing federal youth programs and with recommending ways in which the prevention, treatment and control of juvenile delinquency and youth could be more effective.

President Kennedy, while issuing his executive order #10940, also sent legislation to Congress which would allow the federal government to undertake demonstration projects in the field of youth services; train personnel to work with young people in trouble; and identify and evaluate

ways to utilize new and existing resources to combat juvenile delinquency in local communities. In transmitting his message to Congress, President Kennedy stated that "Juvenile delinquency and youth offenses diminish the strength and vitality of our nation; they present serious problems to all the communities affected; and they leave indelible impressions upon the people involved which often causes continuing problems."

This made the federal government a partner with the states and local communities in finding solutions to the spread of juvenile delinquency. Congress responded by authorizing ten million dollars for each fiscal year beginning in 1961 and ending June 30, 1964. The President's Committee was based in the office of Health, Education and Welfare (HEW) until President Lyndon B. Johnson charged the Office of Economic Opportunity (OEO) with the funding function for the President's Committee.

Chicago in the 1950s was ready for change, for any intervention that would better its image, enhance its desirability, and, though second in population, restore its desirability as a first-class city. Richard J. Daley's first term as Mayor of the City of Chicago began in 1955. Shortly after his first year in office, Mayor Daley appointed a committee of 115 of Chicago's outstanding citizens who were active as professionals or volunteers in the youth welfare field to give him a comprehensive view of the youth population in Chicago.

The Committee, known as the Mayor's Advisory Committee, pointed out in its report that "Between 1956 and 1965, Chicago's population in the 15, 16 and 17 year age groups was estimated to increase 78, 82 and 91

percent, respectively. This population explosion, with its unprecedented increases, calls for an unprecedented expansion in all youth, family and neighborhood services."<sup>1</sup>

Thus Chicago, perhaps even before the Federal government, in the institutional person of the Mayor's Advisory Committee, was responding to national trends and was showing concern with the need for change in the way services were delivered to the youth population of the city. Chicago was far ahead of the national government's official recognition of the fact that juvenile crime was a growing problem in the metropolitan areas of the country.

In its report to the Mayor dated August 12, 1958, the Mayor's Advisory Committee recommended that the following action be taken:

The Committee recommends that the City Council authorize and the Mayor appoint a Commission on Youth Welfare with a professional director and suitable staff to begin this program immediately. The functions and the staffs of the present Mayor's Committee and the Chicago Youth Commission should be consolidated into this Commission. Represented on the Commission will be the public and private agencies which must pull together to carry out this all-community effort. These, of course, are the very groups which have brought this report into being.

Since the program contemplates a high degree of coordination between public bodies such as the police, schools, parks, health services, etc., and the many private agencies serving Chicago's youth, the Committee believes it should be under the direction of and major policy decisions should be made by a Commission on which all are represented.<sup>2</sup>

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<sup>1</sup> The Mayor's Advisory Committee Report, August 12, 1958,  
(Unpublished: Mimeographed), p. 1.

<sup>2</sup> Ibid., p. 3.

This city-wide consensus was reached almost three years prior to the time when national government began to respond to a condition that was becoming a national crisis.

In an effort to balance the image of an emerging Commission on Youth Welfare, the Mayor's Advisory Committee suggested that the answer to juvenile delinquency may be found in the neighborhood.

City families in significant numbers and in ever-enlarging communities are lonely in their crowded surroundings. The youth within these families are detached from any standards giving community patterns. If the ways of their homes are in conflict with those of society around them--in some instances because the culture of the family setting has been transplanted from a different world--the youth are detached from family influence as well.<sup>1</sup>

The most important call for change was detailed in the following statement:

In short, the Committee recommends that the City's new and greater responsibility is for providing sound neighborhoods for its residents. . . .

The Committee believes that the City Government, and perhaps only the City Government, can provide the specific leadership and service that is now missing in the picture, and can make all of these other forces and programs more effective.<sup>2</sup>

Throughout the decade of its existence from 1959 to 1969, the Commission on Youth Welfare fulfilled its mandate to the City's communities and neighborhoods. It organized block clubs where there were none, and it caused community institutions to become more aware of the need for change and the need to be more relevant to neighborhood needs.

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<sup>1</sup>Ibid., p. 38.

<sup>2</sup>Ibid., p. 38.

The Commission became a pioneer in the Juvenile Justice System by organizing the prototype Youth Service Bureau (YSB).

The impact of the Mayor's Advisory Committee Report continued to be an influence for change in the City. Further, since its work preceded President Kennedy's election, much of its work was in place for review by the national government. (Eunice Shriver, the President's sister, was among the first Commissioners appointed.)

Neither Presidents Kennedy or Johnson, nor Congress could adequately predict the tumult the sixties would bring to bear on the nation. A decade of protest developed during the 1960s - on the highways of Selma, Alabama, in the country towns of Mississippi, in the restaurants of Atlanta, and on the Berkeley and Kent State campuses - and peaked during the Democratic Party's 1968 Presidential campaign in Chicago. This era of protest caused the nation to pause and consider a harder approach to crime prevention, one which would include adults and young adults as well as juveniles. Crime prevention programs needed more hardware and less software, so said the Congress.\*

In 1969 the Federal Government, with the passage of the Safe Streets Act, created the Law Enforcement Assistance Administration (LEAA) charging it with the responsibility of developing new programs more in keeping with the times. States quickly passed legislation enabling them to participate in these programs which were geared more

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\*The civil rights movement and anti-war demonstrations are reviewed here only because they represent external phenomena that impacted on the history of the Department.

toward law enforcement than to crime prevention. The police departments and the state police departments benefited most from this new approach.

It is worthwhile to note that while the programs funded by HEW, OEO and CSA (Community Services Agency) were and are effective, they do not in any way compare with LEAA's ability to make program dollars available nationwide. At the same time, federal policy on crime prevention imposes stringent guidelines as a basis for receiving program dollars which, in some ways, dampens the recipients' enthusiasm for participating, because these program guidelines are often viewed as a means of establishing the federal government as a more than equal partner.

When the national administration announced the formation of the President's Committee on Juvenile Delinquency and Youth Crime in 1961, the report of the Mayor's Advisory Committee in Chicago became the basis for the City's application for a planning grant.

With the planning grant, the City proposed to create a model for the Juvenile Justice System, appropriately called the Joint Youth Development Committee (JYDC) which was designed to demonstrate how components of the system could work together in a decentralized office of the Police Department's Youth Division, the probation officer of the Juvenile Court, the parole officer of the Department of Corrections, and the Commission on Youth Welfare (CYW).

Many of the members of the Mayor's Advisory Committee who were not appointed Commissioners were appointed members of the Joint Youth Development Committee.

The Joint Youth Development Committee operated independently from the Commission on Youth Welfare for two years with its own Executive Director and staff. From 1962 to 1969, the Joint Youth Development Committee operated as an auxiliary of the Commission on Youth Welfare sharing the same Executive Director.

The Joint Youth Development Committee received grants from the President's Committee on Juvenile Delinquency and Youth Crime through the Department of Health, Education and Welfare until 1965. The year 1965 heralded the new President's (Lyndon B. Johnson) War on Poverty, a master plan directed to the nation's poor, disadvantaged and deprived.

The Joint Youth Development Committee secured continued funding from the Office of Economic Opportunity until 1969 when the City Council abolished the Commission on Youth Welfare and its auxiliary programs in order that Chicago might accommodate the need to change its system for delivering human services to the citizens.

The Commission on Youth Welfare had performed its task well. It was responsive to its mandate from the City Council and had, with the support of the Commission, reached most of the goals and objectives of the Mayor's Advisory Committee.

Moreover, the Commission enjoyed phenomenal growth during the ten years of its existence, beginning its first year of operation with a budget of \$250,000 and completing its final year with a budget of more than \$3,000,000. The growth of the Commission on Youth Welfare was a testimony to the City's faith in the Commission's impact on the community.



CYW's mission was completed. It saw the City through the tumultuous sixties.

On November 15, 1968, Mayor Daley included in his budget statement for the budget year 1969 the following statement:

#### Department of Human Resources

Today our urban society has become so interdependent that it is no longer possible for agencies concerned with improving the quality of living to function effectively as isolated departments.

The 1969 budget proposes a new Department of Human Resources which will consolidate the Commission on Youth Welfare, the Joint Youth Development Committee, the Commission on Senior Citizens, the Manpower and Family Services divisions of the Chicago Committee on Urban Opportunity, and the new residents and community service functions of the Commission on Human Relations.

The Department of Human Resources will cooperate with citizens, public and private agencies, church groups, and business, industry and labor in developing and carrying out a comprehensive program of services to enable all citizens, young and old, to achieve their greatest human potential in their home, neighborhood, school and place of employment.

Benefits of the new department include improvement of the delivery of services, better coordination at the downtown and neighborhood level, elimination of duplication between agencies, increased capacity to plan programs for human development, greater opportunity for residents and more efficiency through eventual consolidation of neighborhood offices.

Advisory Councils of the present agencies will continue their function under the consolidated department. No important changes in the administration of the various services are contemplated. However, the commissioner of the new department will be appointed by the Mayor with the approval of the City Council.

The many programs which were carried out by those agencies are described in the section on Comparative Appropriations and Activities attached to this message. I would like, however, to point out that this summer our Reach Out program

was not only of massive proportions, but also of high quality. A half million Chicago youngsters were constructively engaged in athletic, cultural and educational pursuits. We are particularly proud that the City exceeded its goal of providing private employment during the summer months and that 32,000 youngsters benefited from this program.

Chicago is grateful to the seventy public and private youth-serving agencies which cooperated in this past summer's Reach Out Program.

The Mayor simultaneously presented a request to the City Council asking for the passage of an ordinance that would create the Department of Human Resources. The text of the ordinance may be found in the appendix.

## CHAPTER II

### LEADERSHIP STYLES OF THE DEPARTMENT OF HUMAN RESOURCES

#### Leadership Style of the Early Years - 1969-1975

At the time the Department of Human Resources was formed, the person appointed Commissioner was already a figure of some stature and was well known nationwide in the social service community. He had been the first Director of Chicago's poverty program and before that, Director of Research for the Cook County Department of Public Aid. His national exposure was a consequence of his position as the Director of the Chicago Committee on Urban Opportunity which had required his almost constant presence in Washington, D.C. during the early years of the program.

The administration of the Department of Human Resources did not afford the Commissioner the same challenges and national exposure as his previous position. He viewed the activities of the department merely as a continuation of the programs developed in his earlier roles. The major change was that the funds now came from the City's corporate budget, although this was not totally true. The Deputy Commissioners of the Department were appointed by the Mayor of the City of Chicago. One of these had worked with the Commissioner at the Chicago Committee on Urban Opportunity.

The Commissioner filled most high level positions with persons who had held similar positions with him on the Chicago Committee on Urban Opportunity. This decision was to contribute to staff discord during the latter years of his administration.

In keeping with the mandate of the ordinance, the Department of Human Resources acquired the major portion of its workers from the Commission on Youth Welfare. The CYW was by far the largest component in the merger. Others came from the Commission on Human Relations, the Committee on New Residents, and the Commission for Senior Citizens.

The Commissioner had no choice in the selection of his operating staff; the majority came from CYW, an agency that had experienced many conflicts with the Chicago Committee on Urban Opportunity. Even though it was never viewed as a threat to departmental tranquility, the dichotomy which existed between the operating staff and the Commissioner and his staff was ever present. Staff was continuously reminded of how things were at the Chicago Committee on Urban Opportunity, but were never trained or retrained to work in a manner more compatible with that of the Commissioner.

During the first year of the Department of Human Resources, the Commissioner began to organize his executive staff, the deputy commissioners and division directors into a unit that was to have little, if any, influence on the department's direction or programming or on the Commissioner's decisions. Serious challenges to the planning process were discouraged and often met with ridicule or outbursts of rage intended to discredit original and independent thinking. The executive staff responded

to this approach by making little input as most programs were designed. The end result was that the weekly executive staff meetings took on the aura of an old world court held by the Commissioner with a pecking order of staff. Favoritism was bestowed by the Commissioner on certain of his favorites who were occasionally allowed to voice their sentiments, as long as they were in basic accord with those of the Commissioner. To be in public disagreement with the Commissioner was unheard of.

The consequence of the Commissioner's actions was that traditional practices and policies were followed. Programs outside the Commissioner's previous areas of expertise were ignored. Innovative programs and advice from executive staff with experience in many areas were rejected due to the focus on traditional practices.

During the first year, the Department of Human Resources had tremendous potential to develop into an effective City agency for the delivery of a broad-based set of human service programs. It had program divisions focused on the areas of Senior Citizens, Community Services, Correctional Services (for youth), Family Services, Career Development, and later, a Division of Day Care.

By the end of the second year of operation, only three of these program divisions remained - Community Services, Family Services and Correctional Services. The Division of Career Development became the Mayor's Office for Manpower; Day Care, the Mayor's Office for Day Care; and Senior Citizens became the Mayor's Office for Senior Citizens.

## Authority and Leadership

The position of "Commissioner" is an office established by the Mayor of the City of Chicago with the advice and consent of the City Council. A Commissioner is the head of a city department whose role includes the legal authority to act on behalf of the City when acting as a department head. A Commissioner may sign contracts, enter into agreements with other city departments, make purchases in keeping with his departmental budget, hire and fire staff and make such other decisions as are necessary to carry out the mission of his department. In this sense, the Commissioner possesses legal authority. The legality is most generally outlined in the ordinance creating the position.

Weber states that there are three types of authority--legal, traditional and charismatic.

Legal authority rests on enactment; its pure type is best represented by bureaucracy. There is never any need to question legitimate authority or the hierarchy of power that is prerequisite to a functioning bureaucracy. There is no demand for personal obedience to authority but rather a coherence to the rules and regulations.<sup>1</sup>

To best describe the style of the early leadership of the department, it seems most appropriate to analyze the nature of this Commissioner's office by using Max Weber's work in this area as a standard.

Legal authority has been described as attributable to the role of Commissioner by ordinance of the Mayor and the City Council. Important

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<sup>1</sup> Max Weber, "The Three Types of Legitimate Rule," in Amitai Etzioni (ed.), Complex Organizations - Sociological Reader (New York: Holt, Rinehart, Winston, Inc., 1961), p. 5.

to an evaluation of the role and function of the Commissioner's office is the question: How do the Commissioner's actions compare with Weber's legal authority model?

In society, there is a certain expectation of how a public official should respond to an appointment to high office. Weber says,

The typical official is a trained specialist whose terms of employment are contractual and provide a fixed salary, scaled by rank of office, not by the amount of work and the right to pension according to fixed rules of advancement. His administration represents vocational work by virtue of impersonal duties of office. Ideally, the administrator proceeds "sine ira tra et studio," not allowing personal motive or temper to influence conduct in the face of arbitrariness and unpredictability. He proceeds without regard to person, following rational rules with strict formality. And where rules fail, he considers "functional" expediency. Dutiful obedience is channelled through a hierarchy of offices which subordinates lower to higher offices and provides a regular procedure for lodging of complaints. Technically, operations rest on organizational discipline.<sup>1</sup>

While the duties of a city Commissioner match Weber's description of the qualifications of a model public official, in the case of the Department of Human Resources, the Commissioner's actions failed to match the model's prescriptions for dealing with personal motives, arbitrariness, uncontrolled temper, unpredictability and disregard for individual rights.

The actual behavior of the Commissioner's conduct is better understood by combining the characteristics of the traditional and the charismatic authority. According to Weber,

Traditional authority rests on the belief in the sacredness of the social order and its prerogatives as existed. Traditional powers were inherited as an expected right of the

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<sup>1</sup>Ibid., p. 5.

authority. The exercise of power was whimsical, personal, arbitrary and uninhibited by law, rules or regulations. Activities born of yore were not to be tampered with or altered in form unless broadened to included yesteryear--a device often used to circumvent what would seem to be a break with tradition.<sup>1</sup>

To the executive, traditional authority seemed to offer the best of all worlds. He exercised his authority in the strict sense of tradition when it was convenient and sought full personal pleasure in his findings as it suited his nature. Weber says,

The bureaucratic concept of 'competency' as a functionally delimited jurisdictional sphere is absent in traditional authority. The scope of the 'legitimate' prerogatives of the individual servant is defined from case to case at the pleasure of the lord on whom the individual servant is completely dependent as regards his employment in more important or high ranking roles. Actually, this depends largely on what the servants may do, opposite the more or less docile subjects. Personal loyalty of the faithful subservant, not functional duty of office and office discipline, control the interrelationship of the administrative staff.<sup>2</sup>

Weber's analysis of a traditional authority would seem particularly appropriate to provide guidelines for evaluating the Commissioner's office of the Department of Human Resources. While all of the above is true and appropriate, the lack of it is a reflection of the absence of charisma - that which was assumed by the Commissioner as being inherent and that which was attributed by his administrative staff. For as Weber says,

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<sup>1</sup>Ibid., p. 7.

<sup>2</sup>Ibid., p. 7.



Charismatic authority rests on the 'faith' in the prophet, on the 'recognition' which the charismatic warrior hero, the hero of the street or the demagogue, finds personally, and this authority falls with him. Yet, charismatic authority does not derive from this recognition by the subjects. Rather, the reverse obtains the charismatically legitimate leader considers faith in the acknowledgment of his charisma obligatory and punishes their violation. Charismatic authority is ever one of the great revolutionary forces in history, but in pure form it is thoroughly authoritarian and lordly in nature.<sup>1</sup>

Charismatic rule represents a specifically extraordinary and purely personal relationship. In the case of continued existence, however, at least when the personal representative of charisma is eliminated, the authority structure has the tendency to routinize. This is the case when the charisma is not extinguished at once, but continues to exist in some form and the authority of the lord, hence, is transferred to successors. This routinization of charisma proceeds through:

1. traditionalization of orders. The authority of precedents takes the place of the charismatic leader's or his staff's charismatic creativity in the law and administration. These precedents either protect the successors or are attributed to them.
2. The charismatic staff of disciples or followers change into a legal or estate-like staff by taking over internal prerogatives or those appropriated by privileges (fiefs).
3. The meaning of charisma itself may undergo a change. Decisive in this is the way in which successorship is solved, which is the burning question for ideological, indeed, often material reasons. This question can be solved in various ways; the merely passive tarrying for a new charismatically certified or qualified master usually gives way to an active search for a successor, especially if more readily appears as if any strong interests are vested in the continuity of the authority structure.<sup>2</sup>

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<sup>1</sup>  
Ibid., p. 12.

<sup>2</sup>  
Ibid., pp. 13-14.

The administrative staff ascribed to the Commissioner the non-routine characteristics of a mystical leader, gifted with supernatural qualities that were deemed by them to be worshipable and were to be held in awe. True to the character of such an "endowed" person, the Commissioner was also a believer and sought sanction of this quality from his administrative staff, individually and as a body politic.

This process of seeking unanimity was a daily process which took a wide variety of forms in order that the insatiable need for reassurance be satisfied. The charismatic authority requires personal obedience to the leader, not to the law or to city regulations. The leader requires personal services to be performed for him, not prescribed by position, but by himself. His administrative staff is as powerless as it would be if leadership were legitimated by traditional authority.

The department was able to function during the extended absences necessitated by the Commissioner's role as the president of a national organization and his frequent visits to foreign countries because the Commissioner delegated what might be considered enormous power to his deputy. Like any such delegation of authority in a traditional charismatic situation, it was a calculated decision which included many safeguards and constraints. Constant communication with the staff seemed to solve the uncertainty of the loyalty of staff and supply the assurance of status necessary to continue the practice for more than three years.

An examination of the literature on organizations could have foretold the consequences of this organizational procedure. While the act of delegating authority for day-to-day operation to a Deputy Commissioner

on the surface seemed to be a routine decision, the end result was almost catastrophic to the actors and to the organization. Philip Selznik, in his paper "Foundations of the Theory of Organization," says that

Organization is the arrangement of personnel for facilitating the accomplishment of some agreed purpose through the allocation of functions and responsibilities.

Or defined more generally, formal organization is "a system of consciously coordinated activities or forces of two or more persons."<sup>1</sup>

Viewed in this light, formal organization is the structural expression of rational action. The mobilization of technical and managerial skills requires a pattern of coordination, a systematic ordering of positions and duties which defines a chain of command and makes possible the administrative integration of specialized functions.

In this context,

a delegation is the primordial organizational act, a precarious venture which requires the continuous elaboration of formal mechanisms of coordination and control. The security of all participants, and of the system as a whole, generates a persistent pressure for the institutionalization of relationships which are thus removed from the uncertainties of individual fealty or sentiment. Moreover, it is necessary for the relations within the structure to be determined in such a way that individuals will be interchangeable and the organization will thus be free of dependence upon personal qualities. In this way the formal structure becomes subject to calculable manipulation, an instrument of rational action. But as we inspect these formal structures we begin to see that they never succeed in conquering the non-rational dimensions of organizational behavior. The latter remain indispensable to the continued existence of the system of coordination and at the same time the source of friction, dilemma, doubt and ruin.<sup>2</sup>

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<sup>1</sup> Selznik, pp. 18-19.

<sup>2</sup> Ibid., p. 19.

The dilemma is not a product of dishonesty, the avoidance of responsibility or disrespect for the delegator of authority on the part of the subordinate but rather it is an expression of the frustration of both.

The behavior of individuals to whom authority is delegated, perhaps especially by traditional or charismatic leaders, is predictably frustrated. Questions such as the following are generated by such a situation:

- 1) Shall I pursue this course without question?
- 2) Knowing the organization's stated goals, shall I amplify some and diminish others?
- 3) Should I check with the Commissioner before I move in this manner?
- 4) Would it be better to check after action is taken?

The traditional or charismatic leader, having delegated authority, must ask parallel similar questions: Will the recipient of authority use it to his own advantage? Will he adhere to a course that leads to the stated goals of the organization: Will an attempt be made to overthrow my rule? Is the Deputy Commissioner competent to manage in behalf of the Commissioner? What will I (the Commissioner) do if the Deputy is assigned this much? Is it too much - does it imply equal or near equal power, status and legitimacy?

It can be clearly observed that the feelings expressed by both sets of questions are personal but emerge from the structure of the organization and the functional consequences and patterns of authority.

Despite the professional experience of both the Commissioner and those of whom he delegated authority, none were able to avoid these dilemmas and conform to the expectations of a formal organization or a cooperative system.

Philip Selznik comments on the nature of this dilemma in an objective style in his "Foundations of the Theory of Organization."

From the standpoint of organization as a formal system, persons are viewed functionally in respect to their roles as participants in assigned segments of the cooperative system. But in fact, individuals have a propensity to resist depersonalization, to spill over the boundaries of their segmentary roles to participate as wholes.

The whole individual raises new problems for the organization, partly because of the needs for his own personality, partly because he brings with him a set of established habits as well, perhaps, as commitments to special groups outside the organization.

Unfortunately, for the adequacy of formal systems of coordination, the needs of individuals do not permit singleminded attention to the stated goals of the system within which they have been assigned.

The hazard inherent in the act of delegation derives essentially from this fact.

Delegation is an organizational act having to do with formal assignments of functions and powers.

Theoretically, these assignments are made to do roles or official positions, not to individuals as such. In fact, however, delegation necessarily involves concrete individuals who have interests and goals which do not always coincide with the goals of the formal system. As a consequence, individual personalities may offer resistance to the demands made upon them by the official conditions of delegation.<sup>1</sup>

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<sup>1</sup>Ibid., p. 21.

During the period of the Deputy Commissioner's exercise of delegated authority (from 1970-1974), he was responsible to the Commissioner for all phases of the administration of the Department of Human Resources which included the supervision of all divisional operations, personnel, budget preparations, budget negotiations with City Hall, the Civil Service Commission, and most relations with elected officials.

City Hall officials accepted the deputy's presentation and representation as being the official position of the Department of Human Resources, causing them to accept him as interchangeable with the Commissioner. The potential of this fact to cause interpersonal and thus organizational problems is, by now, quite obvious.

The problems inherent in this style of management and leadership became obvious and acute with the diminishing of the Commissioner's commitments. The Commissioner's problem became one of reestablishing his previous position while the Deputy faced the need to keep the organization functioning and maintaining his own position, status and legitimacy. The Commissioner, like the traditional and charismatic leader, felt himself to be supreme. He seized all authority without notice, leaving the Deputy Commissioner without any duties. The Commissioner also began a series of actions designed to discredit actions and decisions that had been made over the years by the Deputy Commissioner.

During the period of May, 1974 through August, 1975, the department began to stake out its turf, its service areas and limit the perimeters of its interest while at the same time protecting established boundaries, thus, becoming insular in nature.

The department demanded but did not reciprocate, nor did it negotiate. It discouraged input from well meaning sources which most often was met with suspicion.

It took whatever it could get without giving credit to the originator or the provider. It did not believe in collaboration with other city departments or with private social agencies. Consequently, in the public sector, it had little or nothing to coalesce around, no mutuality of efforts or commonality of goals or sharing to rally in support of that which would broaden its base or diversify the human service potential.

The department's Advisory Council, made up of former Commissioners of the Commission of Youth Welfare, the Commission for Senior Citizens, and members of the Joint Youth Development Committee, had ceased to function by 1974.

All of the above is attributable to the charismatic leadership that was in place from 1969 through August, 1975.

Why did the Commissioner choose this solution to his problem? Basically because he was human--a whole individual with his special needs that exceeded the department's well-being. For as Selznik puts it so appropriately:

A dilemma in human behavior is represented by an inescapable commitment which cannot be reconciled with the needs of the organism or the social system. There are many spurious dilemmas which have to do with verbal contradictions, but inherent dilemmas to which we refer are of a more profound sort, for they reflect the basic nature of the empirical system in question.<sup>1</sup>

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<sup>1</sup> Ibid., p. 29.

Over the months which followed the resumption of active administration by the Commissioner, the question of what caused him to act in the manner that he did continued to surface. The conclusive answer is that he viewed himself without a choice, with no reasonable alternative that would so visibly demonstrate his power before his administrative staff. His actions would prove conclusively his overwhelming legal authority and his right to wield it without regard for person, place or thing.

The Deputy, recognizing the legal authority of the Commissioner, could offer absolutely no resistance to the resumption of power. He never made a request for an assignment of any kind. All he could do was indicate that he rejected the traditional charismatic style of leadership but would accede to legal bureaucratic leadership requests. The resulting potential for confrontation had only one possible outcome - handing the problem to the Mayor's office for resolution. This confrontation and solution was avoided by the death of the Commissioner. In a truly traditional or charismatic organization, the Commissioner's heirs would have been appointed by the Commissioner. However, as a public agency, the next head of the Department of Human Resources was, like any legitimate bureaucracy, appointed by the Mayor. In this case he appointed the Deputy, to whom the first Commissioner had delegated so much authority, as Acting Commissioner for the duration of the existence of the Department of Human Resources.

#### Leadership Style of the Latter Years - 1975-1976

In September, 1975 this observer became Acting Commissioner of the Department of Human Resources and inherited a department that was deteriorat-



ing. Staff had been motivated by fear and threats of dire consequences. Funding levels for programs were being denied, as well as applications for new programs.

As mentioned in the introduction, traditional authority introduced at this point was greeted with suspicion and attempts were made to routinized expectation of the arrival or the emergence of a new charismatic leader much in the mold of the deceased.

Private agencies tested the accessibility of the office with requests for appointments.

Efforts were made to reestablish sound working relations with funding agencies. City departments offered help and opportunities for collaborating. Every effort of help and support was accepted and every appointment kept. There seemed to be nothing that could be lost that had not been lost already. There was everything to gain, as a matter of fact.

The plan for turning the department around was to:

- 1) establish staff morale and trust in the Commissioner's office,
- 2) establish mutual respect and confidence with colleagues,
- 3) establish productive relationships with funding agencies,
- 4) encourage collaboration with City departments and private agencies,
- 5) establish an open door policy for the public.

It is felt by this observer that the Department of Human Resources had more than met the goals set by the Commissioner's office, using the

model of traditional bureaucratic authority, during what turned out to be the last year of the department's existence.

The Department of Human Resources became a mecca for small private agencies seeking contractual relationships, requesting the department to serve as co-applicants for program funds and requesting support in program areas of the city.

As was brought out at the outset of this paper, when the leadership is such that its influence permeates the limits of its boundaries, the ability to influence others beyond them increases immeasurably.

It is the major hypothesis that the character of the leadership of an organization has an important influence on the structure of that organization. The following chapter will develop a measure of organizational structure and examine changes in that structure as the character of the leadership changed.

## CHAPTER III

### DEPARTMENT OF HUMAN RESOURCES

#### Outline of Functions

As can be noted in the Municipal Code of Chicago, chapter 7.2, the Department of Human Resources was created in November 1968. The intent of the Mayor of the City Council was explicit in section 7.2-3 which clearly outlines the Department of Human Resources' functions.

Section 7.2-3: It shall be the duty of the Commissioner of Human Resources to plan, initiate, supervise and coordinate programs and projects, with or without Federal or State assistance, which provide expanded human opportunity, assistance, training, counseling, employment or other related guidance and development services for residents, with special emphasis upon the needs, aspirations and welfare of the youth, the family and the elderly. The programs and projects of the department shall relate in general to youth welfare, correctional service, manpower, family welfare, service for senior citizens and community relations.

The scope of activity in which the Department of Human Resources may be involved shall include, but not be limited to: youth training, development and consultation services; youth employment; youth delinquency and rehabilitation programs; daycare services; orientation of new residents; career advise; in-plant training and job orientation; retirement planning and program development for senior citizens.

The Department of Human Resources was designed to deliver broad based human services, each complimentary and supportive of the other. The range had but one exception in its umbrella of services and that was the health system.

In developing the format for analyzing the functions of the department, it became readily apparent that the first year of operation would not lend itself to an examination of function. The first year, 1969, may be best described as developmental with the most identifiable program structures emerging being the Division of Community Organizations/Community Services, by virtue of its size; the Division of Senior Citizens, because it came intact from a separate authority, formerly the Commission for Senior Citizens, and the Division of Correctional Services, as the result of its unique program thrust.

These divisions came to the department intact, leadership in place and capable of uninterrupted service to their beneficiaries. The same was not true of other program divisions such as Manpower and Family Services. The development of these divisions will be discussed later.

#### Budgetary Organization

It seems more appropriate to discuss the early budgetary organization of the Department from the vantage point of the Finance Committee of the City Council budget hearing called to review the proposed merger of the Department of Human Resources and Model Cities/Chicago Committee on Urban Opportunity held on November 24, 1976.

Committee members expressed concern that funds budgeted for 1977 to the new Department of Human Services were expressed as a consolidated amount (a lump sum). Corporate budgets are traditionally expressed as line items despite supportive performance data relating to programs and planning.

This observer, having been a principal actor in both merger processes, that of the Commission on Youth Welfare, the Commission for Senior Citizens, and a unit of the Commission of Human Relations, to form the Department of Human Resources, and the new merger of the Department of Human Resources with Model Cities/Chicago Committee on Urban Opportunity, recognized an immediate advantage to the proposed one line budget for the new department.

The budget for 1969 for the Department of Human Resources was, in fact, the proposed budget for 1969 of the Commission on Youth Welfare, if it had continued. It included proposed budget activities for the Commission for Senior Citizens and a new administrative superstructure composed of the Commissioner's office and two Deputy Commissioners. The budget reflected a hodge-podge of titles and maintenance and operational accounts that reduced the administrators' flexibility to zero.

The line item budget for 1969 was stifled by its patchwork construction which left no room for a display of function. It was a convenience tool used to get everything together that seemed to belong with the various organizational units.

For example, all maintenance and operation accounts are coded "3460" and represent administrative cost. In an effort to keep some program funds desired in the 1969 budget, the following was done:

3460-801	For expense of Community Leadership Development Conferences	\$30,000
3460-802	For expenses of Newcomer Activities	\$32,000
3460-803	For Retirement Education Program	\$ 7,000
3460-804	For "Senior Central" Program	\$10,992

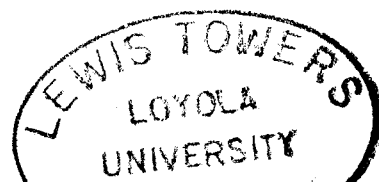
Since these funds represented merged organizational units, one would think that the administrator could exercise complete flexibility in their use. Such was not the case; the budget locked him into its structure.

Something was learned then from this experience which was put into play when the proposed budget was presented to the Finance Committee of the City Council for the new Department of Human Services. This observer was questioned by Council members from a wide range of views but the answer always returned to the flexibility achieved by offering a one line budget for one year so that an analysis of function might be conducted by the Commissioner and his administrative staff.

The Department of Human Services is an unusual hybrid in that as a corporate entity, it controls far more federal funds than corporate and yet, as an executive code department of the City, it must conform organizationally with city guidelines while adhering to federal requirements as well.

Therefore, it would have been unwise and nearly impossible to put together another model of the 1969 budget, including line items, though it may have comforted the City Council members.

One might well say (and correctly) that at least the 1969 budget was there for the record, line by line, with the number of each kind of position and so forth. It may not display the number of functions distinctly, but there was some "hanging together" of divisions. The question that all this generates though is: "Is it worth it, the loss of



flexibility?" Obviously, the observer's answer is: "The loss of flexibility is too costly to the City and the administrator."

#### Divisions and Units as Organized

In 1969, the Department of Human Resources had ten distinct divisions that were considered either support or program in their emphasis. The program divisions were Family Services, Community Organization/Community Services (described thusly because Community Organization was the divisional name when it was a part of the Commission on Youth Welfare), Youth and Correctional Services/Adjustment Services (Adjustment Services was an old Commission on Youth Welfare title), Senior Citizens, and Manpower/Career Services.

The support divisions were the Divisions of Administration (that also became a program operator in an interesting way to be discussed later); Research, Planning, Program Services/Public Information (Public Information is an old Commission on Youth Welfare title also).

Administration: This division requires special treatment because it performed contradictory functions, caused in part by the Commissioner's office, which is included within the division. Traditional bureaucracy would dictate a superstructure composed of the Commissioner's office and deployed Deputy Commissioners responsible for divisional supervision. In the 1969 budget for the Department of Human Resources, the superstructure was expressed in this manner but not for functional purposes. It was a matter of necessity, for none of the merging organizational units brought a Commissioner's office to the new department.

In 1970, the Commissioner's office became a part of the Division of Administration. This was done despite the fact that there is a Director of Administration who is technically responsible for payroll, budget, fiscal, personnel, office services and training functions.

The presence of the Commissioner's office in the division implies, by its mere presence, a secondary role to the Director of the Division of Administration, for the Commissioner did control personnel and special service functions with those supervisors reporting directly to him.

An examination of the chart will indicate that the Commissioner's office became a direct program operator in 1974, quite unlike the Commissioner's responsibility for overall programming. Community Intervention Services was a new program, untried anywhere in the country. The Commissioner was reluctant to place responsibility outside his office. This is one of two such programs that will have special problems moving into proper divisional operations.

Chart 1: Although chart 1 displays separate divisions of Research and Planning, the Corporate budget for 1969 did not reflect this, the most important reason being that the Commission on Youth Welfare did not bring to the merger two separate divisions. These functions were combined into the Division of Research and Planning. The separation of these divisions were effected the following year of 1970.

The Division of Senior Citizens, the most reluctant participant in the merger to form the new department, was in place in 1969, but was able to have itself "spun off" in 1972 as an adjunct to the Mayor's office.



# CHART I

Departmental Divisions which began and ended during the life of

	THE DEPARTMENT OF HUMAN RESOURCES							
	1969	1970	1971	1972	1973	1974	1975	1976
ADMINISTRATION								
Commissioner's Office	XX	XX	XX	XX	XX	XX	XX	XX
Community Intervention Services						*	XX	XX
Finance and Payroll	XX	XX	XX	XX	XX	XX	XX	XX
Personnel	XX	XX	XX	XX	XX	XX	XX	XX
Training	XX	XX	XX	XX	XX	XX	XX	XX
Office Services	XX	XX	XX	XX	XX	XX	XX	XX
Special Services	XX	XX	XX	XX	XX	XX	XX	XX
RESEARCH	XX	XX	XX	XX	XX	XX	XX	XX
PLANNING	XX	XX	XX	XX	XX	XX	XX	XX
PROGRAM SERVICES	XX	XX	XX	XX	XX	XX	XX	XX
FAMILY SERVICES	XX	XX	XX	XX	XX	XX	XX	XX
YOUTH and CORRECTIONAL SERVICES	XX	XX	XX	XX	XX	XX	XX	XX
COMMUNITY SERVICES	XX	XX	XX	XX	XX	XX	XX	XX
SENIOR CITIZENS	XX	XX	XX	**				
MANPOWER/CAREER SERVICES	XX	XX	XX	XX	XX			
DAY CARE			XX					

\* In mid 1974 the Community Intervention Services Program was established

\*\* In mid 1972 the Division of Senior Citizens became it's own city department,  
the Mayor's Office of Senior Citizens

The Division of Senior Citizens, the most reluctant participant in the merger to form the new department, was in place in 1969, but was able to have itself "spun off" in 1972 as an adjunct to the Mayor's office. The Division of Senior Citizens became the Mayor's Office for Senior Citizens with its staff still intact from its pre-merger days when it was called the Commission for Senior Citizens.

Manpower/Career Services, as a division of the Department of Human Resources, never became operative. It can be said with some degree of accuracy that its proposed functions are reflected by the Mayor's Office for Manpower.

One of the prime programs operated by the Division of Family Services was Day Care Centers and supportive services to unwed mothers. The Department also pioneered the City's effort in developing the City's licensing code for Day Care Centers. Because of this effort, in 1971 it was decided that a Division of Day Care be established in the Department of Human Resources.

This division lasted for the year of 1971 only. In the 1972 City budget, the Division of Day Care was reflected as the Mayor's Office for Day Care.

Chart II: The purpose of this chart is to show how the divisions were staffed during the development and growth period of the Department of Human Resources and the amount of dollars invested to support the divisional function.

## CHART II

## DEPARTMENT OF HUMAN RESOURCES

## Corporate Funding and Staffing by Departmental Division

		1970	1971	1972	1973	1974	1975	1976
ADMINISTRATION	#	43	43	43	39	42	53	51
	\$	454,916	488,892	499,180	469,096	559,626	768,146	813,092
RESEARCH	#	17	16	14	15	15	14	13
	\$	189,443	190,736	178,680	196,056	208,975	216,524	217,790
PLANNING	#	13	13	13	12	12	11	9
	\$	180,206	190,839	201,924	177,432	195,030	199,650	189,513
COMMUNITY SERVICES	#	275	274	245	245	250	231	229
	\$	1,710,361	1,835,218	1,686,348	1,720,686	1,916,992	2,006,503	2,127,928
YOUTH AND CORRECTIONAL SERVICES	#	76	76	68	71	70	69	69
	\$	663,994	690,379	642,318	678,768	716,822	782,851	844,389
FAMILY SERVICES	#	11	11	26	30	30	32	31
	\$	132,620	140,966	319,044	344,604	388,247	437,964	460,926
PROGRAM SERVICES	#	14	15	12	8	8	8	7
	\$	160,026	181,255	153,600	113,676	118,467	122,120	115,236
SENIOR CITIZENS	#	21	21					
	\$	225,040	235,965					
MANPOWER/CAREER SERVICES	#	5	5					
	\$	60,858	64,628					
DAY CARE	#		1					
	\$		25,000					

The reduction in staff and dollars should not be taken as an indicator which denotes a diminution of emphasis but rather, in some cases, as an administrative decision to cut costs in the overall budget and in that division that could absorb the impact of reduction with the least disturbance in program.

Such was the case in 1972 when the department reduced the number of staff by 29 persons in the Division of Community Services to a total of 245. The trend to continue the reduction of personnel in this division prevailed through 1976.

It has been previously mentioned that the Division of Community Services and the Division of Youth and Correctional Services were the two largest program units in the Commission of Youth Welfare. They continued to be in the new department. The Division of Youth and Correctional Services also reflects on the chart a downward trend in the number of personnel, but for an entirely different reason than cited for the Division of Community Services.

This chart reflects only the Corporate effort of the Department of Human Resources and, therefore, does not show the unique position of the divisions' total program growth. In addition to the 69 staff persons and \$884,389 corporate dollars reflected for 1976, it also programs more than \$6,000,000 in federal funds.

Conversely, the Division of Family Services shows progressive growth, doubling its dollars in 1972 and stabilizing in 1973. This program division is the only one that did not operate under some other

organizational unit and despite its current size and growth, has operated a program with more than \$3,000,000 in federal funds since 1972.

Federal funds have played a major role in formulating the administrative strategy of the Department of Human Resources. The Divisions of Research and Planning have had conservative reductions in staffing but only because staff such as Research Analyst and Planning Analyst are reflected in certain federal budgets as supportive to those programs.

As a concept, the use of Federal funds to bolster the Corporate effort in the delivery of human services, is not without its risk, for most federally funded programs carry with them stipulated step down provisions that call for an increasing corporate share each year.

#### Chart III - Federal

The same research problems that confused the corporate review of 1969 are in place as one reviews Chart III - Federal. Most records that relate to 1969-1971 are missing from files. This means that figures for this period are estimates retrieved from a number of sources.

The major purpose in designing such a chart is to display the activity in the development of federal program dollars during the years of the department's existence.

The expressed amounts are averaged out on a monthly basis just to make them manageable in the format.

Blank spaces can accurately be interpreted as breaks in funded periods or to program discontinuations. The chart tends to provide the

Department of Human Resources Federally Funded Programs

	Jan.	Feb.	March	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.
REDUCED FARE												
1969	3696	3696	3696	3696	3696	3696	3696	3696	3696	3696	3696	3696
OPERATION VENUS												
1969	4039	4039	4039	4039	4039	4039	4039	4039	4039	4039	4039	4039
NUTRITION FOR THE ELDERLY												
1969	20062	20062	20062	20062	20062	20062	20062	20062	20062	20062	20062	20062
1970	14437	14437	14437	14437	14437	14437	14437	14437	14437	14437	14437	14437
1971	14437	14437	14437	14437	14437	14437	14437	14437	14437	14437	14437	14437
FOSTER GRANDPARENTS												
1969	11420	11420	11420	11420	11420	11420	11420	11420	11420	11420	11420	11420
1970	10220	10220	10220	10220	10220	10220	10220	10220	10220	10220	10220	10220
1971	10599	10599	10599	10599	10599	10599	10599	10599	10599	10599	10599	10599
EXTENSION OF SERVICES TO THE ELDERLY												
1969	8333	8333	8333	8333	8333	8333	8333	8333	8333	8333	8333	8333
1970	8333	8333	8333	8333	8333	8333	8333	8333	8333	8333	8333	8333
1971	8338	8338	8338	8338	8338	8338	8338	8338	8338	8338	8338	8338
DAY CARE, CHILD DEVELOPMENT AND SUPPORTIVE SERVICES (funded through Model Cities)												
1969	82939	82939	82939	82939	82939	82939	82939	82939	82939	82939	82939	82939
1970	82939	82939	82939	82939	82939	82939	82939	82939	82939	82939	82939	82939
1971 f						52352	52352	52352	52352	52352	52352	52352
c						12111	12111	12111	12111	12111	12111	12111
1972 f	52352	59700	65962	75849	75849							
c	12111	12111	12111	12111	12111							
COMPREHENSIVE NEIGHBORHOOD MULTI SERVICES PROGRAM (funded through OEO and CCUO)												
1969	23706	23706	23706	23706	23706	23706	23706	23706	23706	23706	23706	23706
1970	25000	25000	25000	25000	25000	25000	25000	25000	25000	25000	25000	25000
1971	25000	25000	25000	25000	25000	25000	25000	25000	25000	25000	25000	25000
1972 f	12500	12500	12500	12500	12500	12500	12500	12500	12500	12500	12500	12500
c	1645	1645	1645	16451	1645	1645	1645	3289	3289	3289	3289	3289

	Jan.	Feb.	March	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.
NEIGHBORHOOD LEISURE TIME (funded through Model Cities)												
1969	41496	41496	41496	41496	41496	41496	41496	41496	41496	41496	41496	41496
1970	42261	42261	42261	42261	42261	42261	42261	42261	42261	42261	42261	42261
1971 f						33305	33305	33305	33305	33305	33305	33305
c						96	96	96	96	96	96	96
1972 f	33305	33305	33305	37143	37143				29872	29872	29872	29872
c	96	96	96	96	96				0	0	0	0
1973 f	29872	29872	29872	29872	29872	29872	10653	10653	10653	10653	10653	10653
c	0	0	0	0	0	0	0	0	0	0	0	0
1974 f	10653	10653	10653	10653	10653	10653						
c	0	0	0	0	0	0						

PREVENTION AND CONTROL OF JUVENILE DELINQUENCY (funded through Model Cities and HUD)

1969	55461	55461	55461	55461	55461	55461	55461	55461	55461	55461	55461	55461
1970	70946	70946	70946	70946	70946	70946	70946	70946	70946	70946	70946	70946
1971						21201	21201	21201	21201	21201	21201	21201
						15501	15501	15501	15501	15501	15501	15501
1972 f	21201	23186	25083	32359	32359	40192	40192	40192	57829	57829	57829	57829
c	15501	15501	15501	15501	15501	15501	15501	15501	0	0	0	0
1973 f	57829	57829	57829	57829	57829	57829						
c	0	0	0	0	0	0						
1974 f	6757	6757	6757	6757	6757	6757	20190	20190	20190	20190	20190	20190
c	0	0	0	0	0	0	0	0	0	0	0	0
1975 f	13474	13474	13474	13474	13474	13474	13474	13474	13474	13474	13474	13474
c	1268	1268	1268	1268	1268	1268	1268	1268	1268	1268	1268	1268
1976 f	29024	29024	29024	29024	33255	33270	33858	33858	33858	13750	13750	13750
c	2756	2756	2756	2756	3100	2764	3100	3100	3100	3097	3097	3097
1977 f	13750	13750	13750	13750	13750	13750	13750	13750	13750			
c	3097	3097	3097	3097	3097	3097	3097	3097	3097			

UNMARRIED MOTHERS

1970	25626	25626	25626	25626	25626	25626	25626	25626	25626	25626	25626	25626
1971	12500	12500	12500	12500	12500	12500	12500	12500	12500	12500	12500	12500

	Jan.	Feb.	March	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.
COMMUNITY INTEGRATION FOR THE RELEASED YOUTHFUL OFFENDER (funded through ILEC)												
1970 f							4695	4695	4695	4696	4696	4696
c							3301	3301	3301	3301	3301	3301
1971 f	4695	4695	4695	4695	4695	4695	4695	4695	4695	4695	4695	4695
c	3301	3301	3301	3301	3301	3301	3301	3301	3301	3301	3301	3301
1972 f	4695	4695	4695	11985	11985	11985	11985	11985	11985	11985	11985	11985
c	3301	3301	3301	3301	4253	4253	4253	4253	4253	4253	4253	4253
1973 f	11985	11985	11985	11985	11985	11985	8278	8278	8278			
c	4253	4253	4253	4253	4253	4253	1910	1910	1910			
YOUTH RESOURCE CAREER PROGRAM (funded through OEO and CCUO)												
1970	9583	9583	9583	9583	9583	9583	9583	9583	9583	9583	9583	9583
1971	13602	13602	13602	13602	13602	13602	13602	13602	13602	13602	13602	13602
1972 f	13602	13602	13602	13602	13602	13602	13602	13600	13600	13600	13600	13600
1973 f	11352	11352	11352	11352	11352	11352	11352	11352	11352	11352	11352	11352
c	2839	2839	2839	2839	2839	2839	2839	2839	2839	2839	2839	2839
RESIDENTIAL APPRENTICE PROGRAM FOR JUVENILE DELINQUENTS (funded through Model Cities and HEW)												
1970	8333	8333	8333	8333	8333	8333	8333	8333	8333	8333	8333	8333
1971 f							6640	6640	6640	6640	6640	6640
c							0	0	0	0	0	0
1972 f	6640	6638	6645	6645	6645	6687	6687	6687	6687	6687	6687	6687
c	0	0	0	0	0	0	0	0	0	0	0	0
1973 f	6687	6687										
c	0	0										
1974												
1975 f												
c	10874	11099	11099	11099	11099	11099	11099	11099	11099	11099	11099	11099
1976 f												
c	11846	11846	11846	11846	11846	11846	11846	11846	11846	11846	11846	11846



	Jan.	Feb.	March	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.
SUMMER NUTRITION PROGRAM FOR YOUTH (funded through United States Dept. of Agriculture)												
1970						601987	601987	601987				
1971						566667	566667	566667				
1972 USDA							670192	670192				
c							107209	107208				
1973 USDA							1038000	1038000				
c							259500	259500				
1974 USDA							934858	934858				
c								584224				
1975 USDA							842400	842400				
1976 USDA							850692	850692	850692			
YOUTH SERVICE HOMES (funded through Model Cities and ILEC)												
1970	13877	13877	13877	13877	13877	13877	13877	13877	13877	13877	13877	13877
1971 f	33667	33667	33667	33667	33667	33667	14338	14338	14338	14338	14338	14338
c							11676	11676	11676	11676	11676	11676
1972 f	14338	37481	37478	38501	41690	41690	41690	41690	20021	20021	20136	20136
c	11676	105	105	105	105	105	105	105	0	0	0	0
1973 f	20136	20136	20136	20136	20136	20136	10863	10863	10863	10863	10863	10863
c	0	0	0	0	0	0	0	0	0	0	0	0
1974 f	10863	10863	10863	10863	10863	10863	10947	10947	10947	10947	10947	10947
c	0	0	0	0	0	0	0	0	0	0	0	0
1975 f	11244	11244	11244	11244	11244	11244	11244	11244	11244	11244	11244	11244
c	8183	8183	8183	8183	8183	8183	8183	8183	8183	8183	8183	8183
1976 f	16867	16867	16867	16867	14220	14220	14220	14220	13750	13750	13750	11584
c	12274	12274	12274	12274	16180	16180	16180	16180	3097	3097	3097	3097
1977 f	11584	11584	11584	11584	11584	11584	11584	11584				
c	10787	10787	10787	10787	10787	10787	10787	10787				
OUTDOOR EDUCATIONAL CAMPING												
1971	31250	31240	31250	31250	31250	31250	31250	31250	31250	31250	31250	31250
SENIOR CENTRAL												
1971	100000	100000	100000	100000	100000	100000	100000	100000	100000	100000	100000	100000
COOPERATIVE CRAFTSHOP												
1971	4158	4158	4158	4158	4158	4158	4158	4158	4158	4158	4158	4158

	Jan.	Feb.	March	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.
HELP AND GUIDANCE FOR SENIOR CITIZENS (funded through Model Cities)												
1971	17667	17667	17667	17667	17667	17667	17667	17667	17667	17667	17667	17667
1972	12163	12163	12163									

OUTWARD BOUND, INC. (funded through ILEC)

1971 f							1312	1312	1312	1312	1312	1312
c							437	437	437	437	437	437
1972 f	1312	1312	1312	1312	1312	1312	1312	1312				
c	437	437	437	437	437	437	437	437				

DAY TREATMENT CENTERS (funded through ILEC)

1971 f									11601	11601	11601	11601
c									34698	34698	34698	34698
1972 f	11601	11601	11601	11601	11601	11601	11601	11601	11601	11601	11601	11601
c	34698	34698	34698	34698	34698	34698	34698	34698	34698	34698	34698	34698
1973 f	11601											
c	34698											

CHICAGO OPPORTUNITIES INDUSTRIALIZATION, INC. (funded through ILEC)

1971 f									13105	13105	13105	13105
c									4368	4368	4368	4368
1972 f	13105	13105	13105	13105	13105	13105	13105	13105	13105	13105	13105	13105
c	4368	4368	4368	4368	4368	4368	4368	4368	4368	4368	4368	4368
1973 f	13105	13105	13105			13079	13079	13079	13079	13079	13079	13079
c	4368	4368	4368			3453	3453	3453	3453	3453	3453	3453
1974 f	13079	13079	13079	13079	13079	13079	13079	13079	12473	12473	12473	
c	3453	3453	3453	3453	3453	3453	3453	3453	3453	3453	3453	

Program terminated 11-27-74

LOOKING GLASS (funded through ILEC)

1971 f										9297	9297	9297
c										3185	3185	3185
1972 f	9297	9297	9297	9297	9297	9297	9297	9297	9297	9297	9297	9297
c	3185	3185	3185	3185	3185	3185	3185	3185	3185	3185	3185	3185
1973 f	9417	9417	9417	9417	9417	9417	9417	9417	9417	9417	9417	
c	9489	9489	9489	9489	9489	9489	9489	9489	9489	9489	9489	

	Jan.	Feb.	March	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.
TRUANCY PREVENTION (funded through ILEC)												
1971	31250	31250	31250	31250	31250	31250	31250	31250	31250	31250	31250	31250
1972 f				15566	15566	15566	15566	15566	15566	15566	15566	15566
c				2233	2233	2233	2233	2233	2233	2233	2233	2233
1973 f	15566	15566	15566	15566	15566	15566						
c	2233	2233	2233	2233	2233	2233						
THE DEPOT (funded through ILEC)												
1972 f		11355	11355	11355	11355	11355	11355	11355	11355	11355	11355	11355
c		4267	4267	4267	4267	4267	4267	4267	4267	4267	4267	4267
1973 f	11355	10693	10693	10443	10443	10443	10443	10443	10443	10443	10443	10443
c	4267	3565	3534	3534	3534	3534	3534	3534	3534	3534	3534	3534
1974 f	10443	10443	5833	5833	5833	5833	5833	5833	5833	5833	5833	5833
c	3534	3534	1346	1346	1346	1346	1346	1346	1346	1346	1346	1346
1975 f	5833	5833										
c	1346	1346										
PSYCHIATRIC SERVICES IN A CORRECTION UNIT (funded through ILEC)												
1972 f		3688	3688	3688	3688	3688	3688	3688	3688	3688	3688	3688
c		1345	1345	1345	1345	1345	1345	1345	1345	1345	1345	1345
1973 f	3688	3688	3688	3688	3688	3688	4215	4215	4215	4215	4215	4215
c	1345	1345	1396	1396	1396	1396	1595	1595	1595	1595	1595	1595
1974 f	4215	4215	4215	4215	4215	4215	4215	4215	4215	4215	3563	3563
c	1505	1595	1595	1595	1595	1595	1595	1595	1595	1595	188	188
1975 f	3563	3563	3563	3563	3563	3563	3563	3563	3563	3563		
c	188	188	188	188	188	188	188	188	188	188		

	Jan.	Feb.	March	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.
BACK OF THE YARDS NEIGHBORHOOD COUNCIL (funded through ILEC)												
1972 f	4671	4671	4671	4671	4671	4671	4671	4671	4671	4671	4671	4671
c	2211	2211	2211	2211	2211	2211	2211	2211	2211	2211	2211	2211
1973 f	4671			3796	3796	3796	3796	3797	3796	3796	3796	3796
c	2211			876	876	876	876	876	876	876	876	876
1974 f	3796	3796	3796	3462	3462	3462	3462	3462	3462	3462	3462	3462
c	876	876	876	182	182	182	182	182	182	182	182	182
1975 f	3462	3462	3462	3462	3248	3248	3248	3248	3248	3248	3248	3248
c	182	182	182	182	171	171	171	171	171	171	171	171
1976 f	3248	3248	3248	3248	3248							
c	171	171	171	171	171							

DELINQUENCY PREVENTION AND CONTROL (funded through OEO and CCUO; in 1976 funded through CSA)

1972	42917	42917	42917	42917	42917	42917	42917	42917	42917	42917	42917	42917
	48608	48608	48628	48628	48628	48628	48628	48628	48628	48628	48628	48628
1973	59749	59749	55584	55584	55584	55584	55584	55584	55584	55584	55584	55584
	107666	107666	107666	103500	103500	103500	103500	103500	103500	103500	103500	103500
1974	47917	47917	47917	47917	47917	47917	47917	47917	47917	47917	47917	47917
	96223	96223	96223	96223	96223	96223	96223	96223	96223	96223	96223	96223
1975	47917	47917	47917	47917	47917	47917	47917	47917	47917	47917	47917	47917
	116681	116681	116681	116681	116681	116681	116681	116681	116681	116681	106758	106758
1976	47917	47917	47917	47917	47917	47917	47917	47917	47917	47917	47917	47917
	111948	111948	111948	111948	111948	108262	108262	108262	108262	108262	108262	108262

YOUTH SERVICE BUREAU (funded through ILEC)

1973				19231	19231	19231	19231	19231	19231	19231	19231	19231
	5017	5017	5017	5017	5017	5017	5017	5017	5017	5017	5017	5017
1974	19231	19231	19231	19231	19231	19231	19231	19231	19231	19231	19231	19231
	5017	5017	5017	5017	5017	5017	5017	5017	5017	5017	5017	5017
1975	19231	19231	17857	17857	17857	17857	17857	17857	17857	17857	17857	17857
	5029	5027	8571	8571	8571	8571	8571	8571	8571	8571	8571	8571
1976	17857	17857	17857	17857	57560	57560	57560	57560	57560	88842	88842	88842
	8571	8571	8571	8571	23747	23747	23747	23747	23747	25396	25396	25396
1977	88842	88842	88842	88842	88842							
	25396	25396	25396	25396	25396							

	Jan.	Feb.	March	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.
SUPPLEMENTAL RESIDENT CAMPING (corporate funding)												
1973								12000	12000	12000	12000	12000
YOUTH SERVICE BUREAU POLICE JOINT TRAINING (funded through ILEC)												
1975 f			2486	2486	2486	2486						
c			574	574	574	574						
CETA TITLE VI												
1975 f			45135	45135	45135	45135	48181	48181	48181	48181	48181	48181
c			0	0	0	0	0	0	0	0	0	0
1976 f	48181	48181	48181	48181	48181	48181						
c	2175	2175	2175	2175	2175	2175						
CABRINI GREEN REDEVELOPMENT AND TREATMENT PROGRAM (funded through ILEC)												
1975 f				26698	26698	26698	26698	26698	26698	26698	26698	26698
c				6161	6161	6161	6161	6161	6161	6161	6161	6161
1976 f	26698	26698	26698	2028	2028	26583	26583	26583	26583	26583	26583	26583
c	6161	6161	6161	6161	3381	3381	3381	7407	7407	7407	7407	7407
1977 f	26582	26582	26582	26582	26582	26582						
c	7407	7407	7407	7407	7407	7407						
TITLE X - PREVENTION AND CONTROL OF JUVENILE DELINQUENCY (funded through CSA)												
1976			11261	11261	11261	8625	8625	8625	8625	5339	5339	5339
1977	5339	5339										
YOUTH SERVICE BUREAU - PURCHASE OF SERVICE SUPPLEMENT (funded through ILEC)												
1976 f				49248	49248	46916						
c				2592	2592	2161						
JOINT YOUTH DEVELOPMENT PROGRAM EXTENSION												
1976 f					21595	21595	21595	21595	21595	21595	21595	21595
c					1137	1137	1137	1137	1137	1137	1137	1137
1977 f	21595	21595	21595	21595								
c	1137	1137	1137	1137								

	Jan.	Feb.	March	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.
COMMUNITY SERVICES INTERVENTION PROGRAM II												
1976 f							387186	387186	387186	387186	387186	387186
c							16133	16133	16133	16133	16133	16133
1977 f	387186	387186	387186	387186	387186	387186						
c	16133	16133	16133	16133	16133	16133						
EMERGENCY HOUSING												
1976							13333	13333	13333			
SCHOOL ASSISTANCE PROGRAM FOR CABRINI GREEN PREVENTION AND TREATMENT												
1976 f											10132	10132
c											533	533
1977 f	10132	10132	10132	10132	10132	10132						
c	533	533	533	533	533	533						
YOUTHFUL OFFENDER TREATMENT AND PREVENTION PROGRAM												
1976 f											10448	10448
c											550	550
1977 f	10448	10448	10448	10448	10448	10448						
c	550	550	550	550	550	550						
ASSOCIATION HOUSE YOUTH AND FAMILY INTERVENTION PROGRAM												
1976 f											5946	5946
c											661	661
1977 f	5946	5946	5946	5946	5946	5946						
c	661	661	661	661	661	661						
DIVERSION AND FAMILY COUNSELING PROGRAM												
1976 f											5780	5780
c											642	642
1977 f	5780	5780	5780	5780	5780	5780	5780	5780	5780	5780		
c	642	642	642	642	642	642	642	642	642	642		

reader with a visual interpretation of other types of program interruption such as the ceasing of divisional activity. For an example, it can be quickly noted that all of the Division of Senior Citizens activities terminated with the department in 1971.

Another aspect of the chart is brought out when one reviews a program such as the "Summer Nutrition Program for Youth." It is readily discernible that the program operates for only two months a year.

The most unique program in the federal chart section is the "Youth Service Bureau Purchase of Service." It was this program which allowed the Department of Human Resources to break the isolation that had discouraged associations with other social agencies in the city. Under the Purchase of Services Program, the department could contract for discreet services to bolster areas serviced by its Youth Service Bureaus.

The highlight of these associations was a petition from a number of agencies to join with them in developing a program and applying jointly for federal funding.

The application for funding was based on statewide competition and won. It was a remarkable cooperative effort which reflected months testing the achieved trust levels of community based agencies that had never participated with the City in any kind of joint activity.

Listed below are names of agencies that had, or do now have, Purchase of Service contracts with the Department of Human Services.

Note the use of the department description - Human Services. The name changed January 1, 1977:

Afro-American Family and Community Services

Alternative Schools Network

Beacon Neighborhood House

Central Baptist Children and Family Services

Ebony Management Associates, Inc.

Firman Community Services

George Williams College Urban Institute

Latino Youth, Inc.

Scholarship and Guidance Association

South Shore Community Center

Youth Guidance

North River Youth Services Project



## CHAPTER IV

### SUMMARY

The Department of Human Resources was conceived to be the final phase of the development of a single agency charged with the responsibility for the coordination and delivery of the city's human services.

Instead of this happening, the department and city goals almost failed because of the leadership style.

When the Commissioner died, the department was at the point of total self destruction and it seemed inevitable that it would be dissolved at that time. (Had there been time to do so it would have been done.)

During the seven years of its existence, the department went from a point just short of failure to a vibrant public agency in fifteen months as the result of an informed legal authority in the leadership role.

In such a situation, new leadership often finds it difficult to delegate responsibility and authority even if it wishes to, because of the previous pattern of withholding authority and refusal to delegate responsibility. Such problems may be especially characteristic of public agencies in which the leadership may change with elections or in which loyalty to an elected official is the prime, or at least a major, source of authority.

As a result, the upper echelons of the administration of public agencies are often rife with interpersonal suspicions, contrivances and challenges to executive authority. When leadership changes, these behaviors become open and often challenge the new leader.

A public agency's ability to function and reach its goals depends heavily on its ability to solve the above problems with decisive action. The executive facing these problems is often deceived by a mirage of compliance, an apparent adherence to changes in rules, policy and practice. Closer examination by the executive reveals subterfuge with which he must deal so that the agency may achieve its goal. Coupled with the administrative managerial responsibilities, the leadership must be sensitive to the effect of change--change in the economy and change in the actors and their circumstances in designated service areas. The executive faced with administrative and managerial problems must prioritize his efforts, dealing with internal problems and giving first priority to the management of external change as it impinges on the agency. The agency must continue to function, for change is ever present.

### Conclusion

One of the most hazardous functions an executive performs is that of organizer. The task becomes increasingly dangerous depending on the executive's ability or inability to understand the relationships of people to roles and official positions.

Effective organizations cannot be developed in a sterile environment which provides little or no atmosphere for the participant's person-

ality, nor can an individual be expected to perform effectively as a result of the executive's attempts to manipulate the organization. Despite the observation that organizations cannot develop in a sterile environment, it is paradoxical that it would be most desirable if organizations could be void of personal relationships, for then personnel would respond more readily to executive actions in a more formalized structure.

More often than not, what seems to be irrational behavior on the part of an executive can, with time, be interpreted in a rational manner. There is no doubt that the disruptive, unpredictable behavior of the charismatic leader is not desirable in any organization, and yet, it will be tolerated by consent of the members. As a matter of fact, the charismatic leader tends to provide an opportunity for predictable unpredictability which seems to give the governed or administrative staff the ability to tolerate their roles and positions.

This observer has witnessed the dependence of the governed on the charismatic leader and the reluctance of the governed to accept another leader who is not cast from the same mold.

In the opinion of this observer, who became the actor as the successor to a charismatic leader, the new leader was urged to become more arrogant, more combative and more dictatorial, thereby, becoming more acceptable and less disturbing to the status quo.

Legal democratic authority cannot sustain in a vacuum. There must be full participation and acceptance of the new leader by the governed.

The new leader found total resistance by his deputy commissioners to the notion that they must accept delegated responsibilities from an Acting Commissioner for certain departmental activities. One reason for their reluctance may well have been the knowledge of what can happen when authority is temporarily delegated as exemplified in the fate of the new leader when he served the charismatic commissioner. Whatever the real reason, it is proposed here that the deputies did not wish to disturb the status quo. They had never received a formal delegation of power, so why accept it now from an Acting Commissioner.

Delegation of authority, as suggested in Chapter II, can be a very delicate act when it is done for the wrong reasons. However, an executive must, having assessed the situation for which he is responsible, make decisions which call for the delegation of orderly allocation of power to assure an efficiently and effectively run organizational unit.

Modern society has somehow changed the definition of the term 'charisma' to a positive description of an effective leader. However, the quality of charisma can sometimes destroy the possessor's power to lead; while the possessors of the qualities expressing legal authority most often become successful leaders when appointed to executive roles.

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### Documents

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- Planning for Chicago Project on Delinquency Prevention: Commission on Youth Welfare. Chicago, Illinois, February, 1964.

APPENDIX A

ORDINANCE OF THE CITY COUNCIL,

DEPARTMENT OF HUMAN RESOURCES

O R D I N A N C E

BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF CHICAGO:

Section 1. There is created, hereby, an entirely new chapter of the Municipal Code of the City of Chicago to be known as Chapter 7.2, said chapter to be entitled "Department of Human Resources" and to read as follows:

## CHAPTER 7.2

## DEPARTMENT OF HUMAN RESOURCES

7.2-1. There is hereby established an executive department of the municipal government of the City which shall be known as the Department of Human Resources. Said department shall embrace the Commissioner of Human Resources, two Deputy Commissioners of Human Resources and such other employees as may be designated by the Commissioner and such as the City Council may provide by Annual Appropriation Ordinance.

All officers and employees of said department shall be under the direction and supervision of the Commissioner of Human Resources and shall perform such duties as may be required of them by said Commissioner of Human Resources or by the provisions of this Code.

7.2-2. There is hereby created the office of the Commissioner of Human Resources. He shall be appointed by the Mayor, by and with the advice and consent of the City Council.

7.2-3. It shall be the duty of the Commissioner of Human Resources to plan, initiate, supervise and coordinate programs and projects, with or without federal or state assistance, which provide expanded human oppor-

tunity, assistance, training, counseling, employment or other related guidance and development services for residents; with special emphasis upon the needs, aspirations and welfare of the youth, the family and the elderly. The programs and projects of the department shall relate in general to youth welfare, correctional services, manpower, family welfare, services for senior citizens and community relations.

The scope of activity in which the Department of Human Resources may be involved shall include, but not be limited to: youth training, development and consultation services; youth employment, youth delinquency and rehabilitation programs; day care services; orientation and tutoring for new residents; career advice, in-plant training and job orientation; retirement planning and program development for senior citizens.

7.2-4. In the performance of these functions, the Commissioner of Human Resources shall invite and enlist the cooperation of racial, religious and ethnic groups, community organizations, labor and business organizations, fraternal and benevolent societies, veterans organizations, professional and technical organizations and other groups in the City of Chicago to facilitate the rendering of voluntary aid and assistance in programs directed towards solving the economic, social and vocational problems confronting residents.

7.2-5. The Department of Human Resources shall include such divisions as may be necessary or desirable to enable the performance of the duties of the Commissioner of Human Resources as herein set forth.

The Commissioner shall have the authority to initiate and carry on the services of the department, deploy staff and otherwise localize operations, in whole or in part, from community centers or neighborhood offices.



7.2-6. The Mayor shall have the authority to create one or more advisory councils. Said councils shall be named to render advice, guidance, assistance and professional research in those particular fields of endeavor for which each are specifically created. The members shall serve without compensation, but may be reimbursed for any personal expense incurred in the performance of their duties.

Section 2. The Municipal Code of the City of Chicago is amended in Chapter 21 by repealing Sections 21-65, 21-66, 21-67, 21-68 and 21-69 thereof.

Section 3. This ordinance shall take effect from and after its passage.

NOTE BY P.T.V. - Sections 21-65 and 21-66 pertain to the establishment and the functions of the Commission on Youth Welfare  
Sections 21-67, 21-68 and 21-69 pertain to the establishment and functions of Commission on Senior Citizens

APPENDIX B

TEXT OF MAYOR'S BUDGET STATEMENT

NOVEMBER 16, 1968

## Department of Human Resources

Today our urban society has become so interdependent that it is no longer possible for agencies concerned with improving the quality of living to function effectively as isolated departments.

The 1969 budget proposes a new Department of Human Resources which will consolidate the Commission on Youth Welfare, the Joint Youth Development Committee, the Commission on Senior Citizens, the Manpower and Family Services divisions of the Chicago Committee on Urban Opportunity, and the new residents and community service functions of the Commission on Human Relations.

The Department of Human Resources will cooperate with citizens, public and private agencies, church groups, and business, industry and labor in developing and carrying out a comprehensive program of services to enable all citizens, young and old, to achieve their greatest human potential in their home, neighborhood, school and place of employment.

Benefits of the new department include improvement of the delivery of services, better coordination at the downtown and neighborhood level, elimination of duplication between agencies, increased capacity to plan programs for human development, greater opportunity for residents and more efficiency through eventual consolidation of neighborhood offices.

Advisory Councils of the present agencies will continue their function under the consolidated department. No important changes in the administration of the various services are contemplated. However, the commissioner of the new department will be appointed by the Mayor, with the approval of the City Council.

The many programs which were carried out by those agencies are described in the section on Comparative Appropriations and Activities attached to this message. I would like, however, to point out that this summer our Reach Out Program was not only of massive proportions, but also of high quality. A half million Chicago youngsters were constructively engaged in athletic, cultural, and educational pursuits. We are particularly proud that the City exceeded its goal of providing private employment during the summer months and that 32,000 youngsters benefited from this program.

Chicago is grateful to the seventy public and private youth-serving agencies which cooperated in this past summer's Reach Out Program.

APPROVAL SHEET

The thesis submitted by Hugh Osborne has been read and approved by the following committee:

Dr. Alan Berger  
Adjunct Professor


Mr. Michael Schiltz  
Director of Graduate Program of Urban Studies

The final copies have been examined by the director of the thesis and the signature which appears below verifies the fact that any necessary changes have been incorporated and that the thesis is now given final approval by the Committee with reference to content and form.

The thesis is therefore accepted in partial fulfillment of the requirements for the degree of Master of Arts.

May 6, 1977

Date

  
\_\_\_\_\_  
Dr. Alan Berger  
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